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Message Text

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ACTION IO-13

INFO OCT-01 EUR-12 ISO-00 IOE-00 AF-08 ARA-06 EA-07 NEA-10
SSO-00 NSCE-00 USIE-00 INRE-00 SP-02 AID-05 EB-08
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COME-00 FRB-03 INR-07 NSAE-00 XMB-02 OPIC-03 LAB-04
SIL-01 OIC-02 L-03 H-01 PA-01 PRS-01 ABF-01 /127 W
----------161449Z 060159 /43
O R 161416Z MAR 77
FM AMEMBASSY VIENNA
TO SECSTATE WASHDC IMMEDIATE 1077
INFO USMISSION USUN NEW YORK

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EO 11652: NA
TAGS: UNIDO, OCON, AFIN
SUBJECT: FIFTH SESSION OF THE INTERGOVERNMENTAL COMMITTEE ON THE UNIDO CONSTITUTION (IGC-V)- BUDGET DEFINITION AND PROCEDURES

REF: (A) VIENNA 1612; (B) STATE 049073

1. BEGIN SUMMARY: AT END OF FIRST WEEK OF INTENSIVE DISCUSSION IN WORKING PARTY ON BUDGET AND BUDGETARY PROCEDURES, APPEARED CLEAR THAT G-77 WOULD NOT ACCEPT ANY

SOLUTION OF THE SECTION 15 PROBLEM (REGULAR PROGRAM OF TECHNICAL ASSISTANCE) THAT DID NOT INVOLVE SOME SORT OF CONTINUSING PROVISION IN UNIDO'S REGULAR BUDGET TO REPLACE UNIDO'S LOSS OF RPTA FUNDS. GROUP B IS NOW GENERALLY INCLINED TO GO ALONG WITH EITHER (A) ALLOWING A FIXED PERCENTAGE OF UNIDO'S REGULAR BUDGET TO BE USED FOR OTHER THAN GENERAL ADMINISTRATIVE AND RESEARCH EXPENDITURES (E.G., TECHNICAL ASSISTANCE ACTIVITIES) OR (B) PROVIDING FOR A FIXED SUM IN UNIDO'S REGULAR BUDGET AT CONSTANT PRICES (RATES) TO REPLAE
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UNIDO'S LOSS OF RPTA FUNDS. END SUMMARY.

2. GROUP B MADE EXTENDED EFFORS TO SETTLE PROBLEM OF BUDGET DEFINITION ON BASIS OF TWO-PRONGED ARRANGEMENT INVOLVING (A) SOMEWHAT EXPANDED DEFINITION OF REGULAR BUDGET TO INCLUDE FROM PRESENT SECTION 15 THE COSTS OF REGIONAL AND INTER-REGIONAL ADVISERS AND OF

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SHORT-TERM ADVISORY SERVICES PROVIDED BY THE STAFF; AND (B) A SETTLEMENT OF THE "RESISIDUAL" SECTION 15 PROBLEM TO BE DESCRIBED IN AN ANNEX TO THE CONSTITUTION IN THE FORM OF EITHER A SINGLE LUMP SUM, ONCE-FOR-ALL CONTRIBUTION THROUGH ASSESSMENT OF $10 MILLION OR, ALTERNATIVELY, AN ARRANGEMENT ALLOWING UNIDO CONTINUED ACCESS TO SECTION 15 MONIES (SO-CALLED "STATUS QUO" ARRANGEMENT). THE LATTER WAS SUPPORTED WITHIN GROUP B BY THE EEC COUNTRIES, LARGELY AS A RESULT OF INSISTENCE BY THE FRENCH. ITS PROBLEMS AND DISADVANTAGES WERE, HOWEVER, ARGUED BY THE U.S. AND

JAPAN. THE FORMER WAS STRONGLY URGED BY THE U.S. AND WAS ACCEPTABLE TO A LARGE MAJORITY OF GROUP B COUNTRIES.

.3. DURING THE DISCUSSION OF THE DEFINITION OF THE REGULAR BKUDGET IN THE WORKING PARTY, THE G-77(A) INSISTED ON EX-PLICITLY INCLUDING A REFERENCE TO PROGRAM SUPPORT COSTS (WHICH GROUP B IS PREPARED TO ACCEPT); (B) MADE ATTEMPTS TO INCLUDE THE COSTS OF ALL SHORT-TERM ADVISORY SERVICES (IN CONTRAST TO ONLY THOSE PROVIDED BY THE STAFF), WHICH GROUP B RESISTED; AND (C) MADE ATTEMPTS TO INCLUDE SOME OF THE COSTS OF THE SENIOR INDUSTRIAL DEVELOPMENT FIELD ADVISERS, WHICH GROUP B REFUSED.

4. AS REGARDS THE SETTLEMENT OF THE RESIDUAL SECTION 15 PROBLEM, THE G-77 ON FRIDAY, MARCH 11, FINALLY STATED IN THE WORK-ING PARTY THAT THEY WERE NOT PREPARED TO ACCEPT EITHER OF THE SOLUTIONS PUT FORWARD BY GROUP B. (THE REPRESENTATIVE OF LIMITED OFFICIAL USE

SRI LANKA SAID, FOR EXAMPLE, THAT THE G-77 WOULD "NEVER" ACCEPT A LUMP SUM PAYMENT SOLUTION.) AS THEIR COUNTER-PRO-POSAL FOR THE ANNEX THE G-77 CIRRCULATED THE FOLLOWING TEXT: QTE I. TO FACILITATE THE EFFECTIVENESS OF THE ORGANIZATION'S PROGRAM OF WORK IN THE FIELD OF INDUSTRIAL DEVELOPMENT FOLLOWING THE COMING INTO FORCE OF THIS CONSTITUTION, THE REGULAR BUDGET SHALL ALSO FINANCE THOSE CATEGORIES OF EX-PENDITURES RELATING TO INDUSTRIAL DEVELOPMENT NOT SPECIFIED IN ARTICLE 10(3) (DEFINITION OF REGULAR BUDGET) WHICH WERE HERETOFORE BEING FINANCIAL FROM SECTION 15 OF THE UN REGULAR BUDGET. DURING THE FIRST FOUR FISCAL YEARS AFTER THE COMING INTO FORCE OF THIS CONSTITUTION, SUCH AMOUNT SHALL REPRE-SENT -- PERCENT OF THE TOTAL OF THE REGULAR BUDGET OF THE ORGANIZATION.

II. AT THE END OF EACH FOUR YEAR PERIOD AFTER THE COMING INTO FORCE OF THIS CONSTITUTION, SUCH AMOUNT SHALL BE RE-VIEWED AND DETERMINED THROUGH THE PROCEDURE PRESCRIBED IN ARTICLE11 (ADOPTION OF THE PROGRAM AND BUDGET). END QTE.

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ALTHOUGH MOST GROUP B COUNTRIES WERE PREPARED, IN LIGHT
OF G-77 REJECTION OF THE POSSIBLE SOLUTIONS OF THE

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SECTION 15 PROBLEM PUT FORWARD BY GROUP B, AT THIS STAGE
TO MOVE TO A CONSIDERATION OF A "PERCENTAGE SOLUTION" OF
THE PROBLEM, THE G-77 WERE TOLD BLUNTLY BY THE CHAIRMAN
OF GROUP B THAT INSISTENCE ON INCORPORATING A "REVIEW
CLAUSE" INTO THE TEXT WOULD GIVE RISE TO ENORMOUS DIFFI-
CULTIES.

5. IN ORDER TO FACILITATE EXPLORATION OF A POSSIBLE COM-
PROMISE ON THE BUDGET, THE WORKING PARTY AGREED THAT IT
WOULD CARRY ON ITS DISCUSSION ON AN INFORMAL, PERSONAL
BASIS WITHOUT COMMITMENT OF GOVERNMENTS. THEREUPON, FOLLOW-
ING EXTENDED DISCUSSION IN GROUP B, THE UK DELEGATE CIRCU-
LATED THE FOLLOWING TEXT TO THE WORKING PARTY AS HIS
PERSONAL SUGGESTION: QTE ARTICLE 10 BIS: (1) THE EXPENDI-
TURES OF THE ORGANIZATION SHALL BE DIVIDED INTO THE FOLLOW-
ING CATEGORIES: (A) EXPENDITURE TO BE MET FROM ASSESSED
CONTRIBUTIONS (HEREINAFTER CALLED THE REGULAR BUDGET); AND
(B) EXPENDITURE TO BE MET FROM VOLUNTARY CONTRIBUTIONS,
GIFTS AND DONATIONS (HEREINAFTER CALLED THE OPERATIONAL
BUDGET). (2) THE REGULAR BUDGET SHALL PROVIDE FOR EXPENDI-
TURE FOR ADMINISTRATION AND RESEARCH, AND OTHER ACTIVITIES
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REFERRED TO IN THE ANNEX IN THE AMOUNTS SPECIFIED THEREIN.
(3) THE OPERATIONAL BUDGET SHALL PROVIDE FOR EXPENDITURE
FOR TECHNICAL ASSISTANCE AND FOR OTHER ACTIVITIES NOT
COVERED BY THE REGULAR BUDGET.

ANNEX: I. ADMINISTRATION AND RESEARCH.

1. EXPENSES FOR ADMINISTRATION AND RESEARCH SHALL INCLUDE
THE FOLLOWING:

1. INTER-REGIONAL AND REGIONAL ADVISERS;

2. SHORT-TERM ADVISORY SERVICES PROVIDED BY THE STAFF OF
THE ORGANIZATION;

3. MEETINGS, INCLUDING TECHNICAL MEETINGS, PROVIDED FOR
IN THE PROGRAMME OF WORK OF THE ORGANIZATION;

4. STUDIES OTHER THAN THOSE WHICH WOULD CONSTITUTE DIRECT
TECHNICAL ASSISTANCE TO A MEMBER OR A LIMITED NUMBER OF
MEMBERS;

5. PROGRAMME SUPPORT COSTS ARISING FROM THE EXECUTION OF
TECHNICAL ASSISTANCE PROJECTS TO THE EXTENT THAT THESE COSTS
ARE NOT REIMBURSED TO THE ORGANIZATION BY THE SOURCE OF FINAN-
CING OF SUCH PROJECTS.

II. OTHER ACTIVITIES. IN ORDER TO IMPROVE THE EFFECTIVENESS
OF THE ORGANIZATION'S PROGRAMME OF WORK IN THE FIELD OF
INDUSTRIAL DEVELOPMENT, THE REGULAR BUDGET MAY ALSO FINANCE
OTHER ACTIVITIES UP TO AN AMOUNT OF

VERSION 1 US$:... MILLION IN 1976/77 PRICES.
VERSION 2 ... PERCENT OF THE TOTAL OF THE REGULAR BUDGET.
THESE ACTIVITIES SHALL STRENGTHEN AND COMPLEMENT THE ORGANIZA-
TION'S CONTRIBUTION TO THE CONTRY PROGRAMMING OF THE UNDP.
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END QTE.

6. FOLLOWING AN EXCHANGE ON THE UK SUGGESTED TEXT IN
THE WORKING GROUP, IT WAS AGREED TO MOVE INTO A SMALL,
INFORMAL WORKING PARTY TO FURTHER EXPLORE ON A PERSONAL
BASIS THE POSSIBILITIES OF ARRIVING AT AN AGREED TEXT.
A DAY-LONG DISCUSSION IN THE INFORMAL WORKING PARTY SAW
THE EMERGENCE OF THE FOLLOWING DEFINITION OF THE BUDGET AS
LIKELY TO COMMAND WIDE SUPPORT IN GROUP B AND G-77.

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QTE ARTICLE 10 BIS: 1. THE ACTIVITIES OF THE ORGANIZATION
SHALL BE CARRIED OUT IN ACCORDANCE WITH THE APPROVED PROGRAMME
AND BUDGET.
2. THE BUDGET OF THE ORGANIZATION SHALL BE DIVIDED INTO
THE FOLLOWING CATEGORIES OF EXPENDITURES:
(A) EXPENDITURE TO BE MET FROM ASSESSED CONTRIBUTIONS
(HEREINAFTER CALLED THE REGULAR BUDGET); AND
(B) EXPENDITURE TO BE MET FROM VOLUNTARY CONTRIBUTIONS,
AND SUCH OTHER INCOME AS MAY BE PROVIDED FOR IN THE FINANCIAL
REGULATIONS (HEREINAFTER CALLED THE OPERATIONAL BUDGET).
3. THE REGULAR BUDGET SHALL PROVIDE FOR EXPENDITURE FOR
ADMINISTRATION, RESEARCH, OTHER GENERAL EXPENSES OF THE
ORGANIZATION (SECRETARIAT), (AND OTHER ACTIVITIES AS PRO-
VIDED FOR IN THE ANNEX).
4. THE OPERATIONAL BUDGET SHALL PROVIDE FOR EXPENDITURE FOR
TECHNICAL ASSISTANCE AND OTHER RELATED ACTIVITIES. (NOTE:
SQUARE BRACKETS WERE PLACED AROUND THE ABOVE FORMULATIONS
AT THE REQUEST OF GROUP D PARTICIPANTS.)

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TE ANNEX: I. ADMINISTRATION, RESEARCH AND OTHER GENERAL
EXPENSES OF THE ORGANIZATION (SECRETARIAL) THESE SHALL (MAY)
INCLUDE THE FOLLOWING (SUBJECT TO SPECIAL CONSIDERATION BY
THE PROGRAMME BUDGET COMMITTEE AND/OR THE INDUSTRIAL DEVEL-
OPMENT BOARD):

1. INTER-REGIONAL AND REGIONAL ADVISERS;

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2. SHORT-TER ADVISORY SERVICES PROVIDED BY THE STAFF OF
THE ORGANIZATION;

(3. MEETINGS, INCLUDING TECHNICAL MEETINGS, PROVIDED FOR IN
THE PROGRAMME OF WORK OF THE ORGANIZATION).

4. PROGRAME SUPPORT COSTS (ARISING FROM THE EXECUTION OF
TECHNICAL ASSISTANCE PROJECTS) TO THE EXTENT THAT THESE COSTS
ARE NOT REIMBURSED TO THE ORGANIZATION BY THE SOURCE OF
FINANCING OF SUCH PROJECTS. (NOTE: BRACKETS WERE PLACED
AROUND THE ABOVE FORMULATIONS AT THE REQUEST OF GROUP D
PARTICIPANTS, EXCEPT IN I.4 WHERE THEY WERE REQUESTED BY
THE GROUP OF 77.)
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OTHER ACTIVITIES (SUBJECT TO RESERVATIONS BY GROUP D)

II. IN ORDER TO IMPROVE THE EFFECTIVENESS OF THE ORGANIZATION'
PROGRAMME OF WORK IN THE FIELD OF INDUSTRIAL DEVELOPMENT, THE
REGULAR BUDGET SHALL ALSO FINANCE OTHER ACTIVITIES (HERE-
TOFORE FINANCED OUT OF SECTION 15 OF THE UN REGULAR BUDGET)
UP TO AN AMOUNT OF

VERSION 1 US $. . . . MILLION IN 1976/77 RATES
VERSION 2 . . . . . PERCENT OF THE TOTAL OF THE REGULAR
BUDGET./

(THESE ACTIVITIES SHALL STRENGTHEN AND COMPLEMENT THE
ORGANIZATION'S CONTRIBUTION TO THE COUNTRY PROGRAMMING
OF TNE UNDP.) (NOTE: THE BRACKETED TEXT IN SECTION II
IS STILL TO BE DISCUSSED.) END QTE.

7. REGULAR BUDGET UNDER THIS DEFINITION WOULD ABSORB
FROM SECTION 15 THE COSTS OF INTER-REGIONAL AND REGIONAL
ADVISER AND SHORT-TERM ADVISORY SERVICES PROVIDED BY THE
STAFF ON THE RATIONALE THAT THE BULK OF THIS SORT OF
EXPENDITURE WOULD CONSIST OF SALARIES OF STAFF ON MORE
OR LESS CONTINUOUS EMPLOYMENT WITH THE ORGANIZATION
ENGAGED IN A VARIETY OF ACTIVITIES. THESE COSTS COULD BE
REGARDED AS BROADLY FALLING UNDER THE RUBRIC OF GENERAL
EXPENSE. REFERENCE TO PROGRAM SUPPORT COSTS WOULD SIMPLY
MAKE EXPLICIT A SITUATION WHICH HAS LONG EXISTED IN
THE EXECUTING AGENCIES. AS REGARDS ALTERNATIVES IN-
DICATED IN SECTION II OF THE ANNEX, THESE RESPECTIVE PROS
AND CONS HAVE BEEN DEBATED IN GROUP B WITHOUT THE EMER-
GENCE OF A CLEAR-CUT PREFERENCE TO DATE. A GOOD NUMBER
OF GROUP B DELS PREFER THE FIXED SUM AT CONSTANT PRICES
(VERSION 1) ON THE GROUNDS THAT THIS ELEMENT OF THE

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REGULAR BUDGET WOULD THUS BE LIMITED CONSTITUTIONALLY TO
A ZERO PROGRAM GROWTH CEILING, EVEN THOUGH IT WOULD BE
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SUBJECT TO "MAINTENANCE OF VALUE" ADJUSTMENTS. NO DIS-
CUSSION HAS YET TAKEN PLACE IN THE INFORMAL WORKING PARTY
OF THE FIGURES WHICH MIGHT BE PUT INTO EITHER VERSION.

THE LAST SENTENCE IN SECTION II OF THE ANNEX WITH ITS
REFERENCE TO STRENGTHENING AND COMPLEMENTING UNIDO'S
CONTINUATION TO THE COUNTRY PROGRAMMING OF THE UNDP WAS
USED BY GROUP IN CONNECTION WITH DESCRIBING THE OPERA
TIONS OF THE PROPOSED $10 MILLION ONE-TIME FUND AND PICKED
UP BY THE UK WHEN IT ADVANCED THE TEXT QUOTED IN PARA 5
ABOVE. THIS TEXT HAS BEEN THE SUBJECT OF AN EXTENDED, THUS
FAR INCONCLUSIVE, EXCHANGE BETWEEN G-77 AND GROUP B SPOKES-
MEN.

8. COMMENT: IN VIEW OF G-77 REJECTION OF "LUMP-SUM" PRO-
POSAL AND OF THE GREAT DIFFICULTIES INHERENT IN TRYING TO
WORK OUT AN ARRANGEMENT FOR CONTINUED ACCESS OF UNIDO TO
UN SECTION 15 FUNDS, SOME SETTLEMENT ALONG LINES OF THE TWO
ALTERANTIVE VERSIONS SUGGESTED FOR SECTION II OF THE ANNEX
(PARA 6 ABOVE) WOULD APPEAR NECESSARY IF WE ARE TO AVOID
IGC-V ENDING IN DISAGREEMENT. THIS IS THE GENERAL VIEW IN
GROUP B. TO ASSIST IN FURTHER EXAMINATION OF THIS MATTER
US DEL WOULD APPRECIATE KNOWING ASAP WHETHER DEPT. HAS ANY
STRONG PREFERENCE AS BETWEEN THE TWO. ON BALANCE US DEL
WOULD SEE MORE ADVANTAGE IN VERSION I IN TERMS OF HOLDING
DOWN THIS ELEMENT. TO DATE, US DEL HAS GIVEN NO INDICATION
EVEN IN INFORMAL, PERSONAL DISCUSSIONS, THAT ITS INSTRUC-
TIONS WOULD ENABLE IT TO ACCEPT PROVISION OF THIS KIND UNDER
CERTAIN CONDITIONS, AS SET FORTH IN STRATEGY PAPER. WE SHALL
HOLD BACK ON THIS UNTIL PROCEDURES FOR ADOPTION OF PROGRAM
BUDGET AND COMPOSITION OF PROGRAM BUDGET COMMITTEE AND IDB HAVE
BEEN FURTHER DISCUSSED IN ORDER TO EXTRACT MAXIMUM IN
THIS AREA IN RETURN FOR GOING ALONG WITH SECTION 15
SETTLEMENT ALONG THE LINES INSISTED UPON BY THE G-77.

9. DURING CALL ON UNDP ADMINISTRATOR REPORTED REF A, WE
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PROMISED TO KEEP UNDP INFORMED OF DEVELOPMENTS WITH
RESPECT TO RESOLUTION OF SECTION 15 PROBLEM. REQUEST
THAT IO/DHP OR USUN BRIEF BRUCE HARLAND (UNDP) ON STATE
OF PLAY, IN PARTICULAR PASSIING ON TO HIM THE TEXT OF PRO-

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POSED LAST SENTENCE IN DRAFT ANNEX, QUOTED IN PARA 5
ABOVE WHICH WE HOPE UNDP WILL FIND SATISFACTORY. DEPT. AND
USUN WILL NOTE ABSENCE FROM THIS TEXT OF
PHRASE "INCLUDING STRENGTHENING OF UNIDO REPRESENTATION
IN THE FIELD" (REF B, PARA 3). GROUP B DECIDED TO OMIT THIS
SPECIFIC REFERENCE IN ORDER NOT TO ENCOURAGE FURTHER G-77
PRESSURE TO INCLUDE FINANCING OF SENIOR INDUSTRIAL DEVEL-
OPMENT FIELD ADVISERS IN REGULAR BUDGET UNDER GENERAL AD-
MINISTRATIVE EXPENSES (SEE PARA 3 ABOVE). IN ANY CASE,
AS DRAFTED LAST SENTENCE OF ANNEX WOULD NOT PRECLUDE USE
OF THE FUNDS TO BE PROVIDED UNDER SECTION II OF ANNEX FOR
COSTS OF FIELD REPRESENTATION. STIBRAVY

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Message Attributes

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Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
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Concepts: n/a
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Decaption Note:
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Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
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Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
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Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 8
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: 77 VIENNA 1612, 77 STATE 49073
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 22-Nov-2004 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3090568
Secure: OPEN
Status: NATIVE
Subject: FIFTH SESSION OF THE INTERGOVERNMENTAL COMMITTEE ON THE UNIDO CONSTITUTION (IGC-V)- BUDGET DEFINITION AND PROCEDURES
TAGS: OCON, AFIN, UNIDO
To: STATE
Type: TE
vdkvgwkey: odbc://SAS/SAS.dbo.SAS_Docs/d0cc09b7-c288-dd11-92da-001cc4696bcc
Review Markings:
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